



“STRENGTHENING THE EFFECTIVENESS OF THE NATIONAL PROTECTED AREA SYSTEM BY INCLUDING A LANDSCAPE APPROACH TO MANAGEMENT.”

Project Terminal Evaluation

UNDP - GEF

Evaluation period: December 2019 - February 2020

Uruguay

Executing Agency: Ministry of Housing Territorial Planning and Environment

Other partners involved: Ministry of Tourism, Departmental Governments

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Executive Summary

Project Overview

Project Title:	Strengthening the effectiveness of the National Protected Area System by including a landscape approach to management.			
GEF project identification:	PIMS 4832		at the time of approval (millions of USD)	at the time of finalization (millions of USD)
UNDP project identification:	URU/13/G35	GEF financing:	USD 1,862,400	USD 1,621,000
Country:	Uruguay	IA y EA have:	USD 120,000	USD 303,661
Region:		Government:	USD 1.353.030	USD 9,270,112
Area of interest:		Others:	USD 390,000	USD 188,000
Operational Program:		Total co-financing:	USD 1,863,030	USD 9,761,773
Executing Agency:	Ministry of Housing Territorial Planning and Environment	Total project expenditure:	USD 3,725,430	USD 11,382,773
Other partners involved:	Ministry of Tourism, Departmental Governments	Signature of the project document (start date of the project):		22/11/2013
		Closing date (Operational):	Proposed: 31/12/2021	Real:

Project description

Problems the project sought to address

For several decades, natural ecosystems have been affected in Uruguay, as a result of unfavorable agricultural practices such as livestock and commercial logging of wood and firewood. The pressures on biodiversity from agriculture, afforestation and livestock have increased significantly in recent years. "The transformation rate from natural grasslands to agricultural systems during the last two decades has been around 125,000 hectares per year, the intensification indicator applied by the Ministry of Agriculture and Fisheries increased from

1.08 in 2000 to 1.50 in 2010 and the Average land prices have shown increases of US \$ 450 / ha in 2000 to almost US \$ 2,800 / ha in 2011, associated with a transformation of production and marketing chains. On the other hand, "non-proprietary" forms of tenure have increased in importance, such as contract farming, which has increased the flexibility of agricultural businesses and the vertical articulation of production with markets, especially soybeans."¹.

On the other hand, climate change is also a threat to Biodiversity in Uruguay, as temperature increases, rainfall frequency and intensity.

Uruguay's Protected Areas (PA) were established at the beginning of the 20th century, as a mitigation measure for the effects of climate change and the escalation of agricultural and agro-industrial processes, which were protected initially by a legal framework. However, and according to the project document: "the establishment of the National System of Protected Areas (SNAP) is recent. Through a series of efforts by the Government and with the support of the GEF, through the UNDP, the legal basis of SNAP was established in 2000; the provisions of the law established in SNAP were then introduced in 2005 through Decree 50/2005, and in 2008 the first two PAs were included in the system "

In this context, the project identified a risk in the way in which protected areas (PAs) were planned and managed in Uruguay. As a consequence of the fact that "expansion of commercial monocultures and the intensification of production systems (in the agricultural, livestock and forestry sectors) generating pressures on biodiversity in the landscapes surrounding the PA, while accentuating their biological isolation, increasing the danger of invasive alien species (IAS) for ecosystems and native species. In addition to this, there are phenomena associated with climate change that are causing an increased risk of fires in natural habitats and changes in the balance between productive practices and biodiversity that characterize traditional production systems"²

¹ Project Document

² Project Document

Evaluation Rating Table:

Project performance rating			
1. Monitoring and evaluation	Qualification	2. Execution of AI and EA:	Qualification
M&E input design	Satisfactory	UNDP implementation quality	Satisfactory
Execution of the M&E plan	Very Satisfactory	Performance quality: executing agency	Satisfactory
General M&E Quality	Satisfactory	General quality of implementation and execution	Satisfactory
3. Evaluation of the results	Qualification	4. Sustainability	Qualification
Relevance	Relevant	Financial resources:	Likely
Effectiveness	Satisfactory	Socio-political:	Likely
Efficiency	Satisfactory	Institutional framework and governance:	Likely
Overall rating of the project results	Satisfactory	Environmental:	Likely
5. Impact	Qualification	Overall probability of sustainability:	Likely
Environmental status improvement	Significant		
Environmental stress reduction	Significant		
Progress towards stress/status change	Significant		

Summary of conclusions, recommendations and lessons

Findings and Conclusions

- The evaluation concludes that the project was relevant from the beginning and continues to be relevant, because it focuses on an environmental and development priority that is aligned with the interests of Uruguay, UNDP, GEF, the environment in general and producers. The theory of change clearly defines the problem to be solved and the strategies to achieve it.
- The initial design is robust because it aims to solve structural problems for the implementation of the PA system. However, this design did not fully contemplate some

assumptions, such as political factors and deadlines that are beyond the control of the project and made the execution periods longer than planned.

- The project design was ambitious due to the magnitude of the goals in areas such as the adjustment of public and institutional policy frameworks, as well as conservation goals.
- The main risk that affected the performance of the project was the political will and the time taken for the policy-making processes, as well as the capacity of some counterparts at the local level, causing delays in some cases. These risks escape the project and could not be mitigated without changing its structural design.
- The project had quality tools for the M&E of the GEF budget, with quality outcome indicators. It is important to note that this project managed to involve the private sector (producers), academia, NGOs and international cooperation around a protected areas and landscape initiative. Despite some delays, the expected project impact, Outcomes and indicator targets were mostly achieved.
- The comparative advantage of UNDP was the technical capacity in the implementation of projects for the conservation of the environment and biodiversity.
- The project has been successful in achieving results in different areas: improvement in land management processes (territorial ordering plans), allocation of resources and infrastructure for protected areas, innovation in conservation by transcending protected areas to include landscapes, work with productive sectors, coordinated work with the regional and local level, and the generation of corridors and connectivity between different protected areas. Another achievement of the project has been to advance inter-institutional coordination with other ministries and agencies. The evaluation has shown that the project obtained remarkable results in the articulation of local actors and in the work with the communities. The project has also successfully influenced the review and adjustment of key environmental impact assessment and land management tools (territorial ordering plans, territorial ordering instruments).

Project recommendations

- To avoid ambitious designs , future intervention need to reduce dependence on external factors out of the interventions control.
- It is recommended to establish local plans and strategies, integrate inter-institutional teams, and even set up joint offices with other Ministries and Agencies (if possible).

- With the experience gained in the creation of protected areas in different parts, it is recommended to record the success factors for the viability of a protected area, including political, social, cultural, economic and environmental aspects.
- For future projects that involve aspects of public policy, it is recommended that the design encompass aspects that can be achieved with the resources and timeline of the project, that establish a measurement based on scope indicators of milestones.
- Given the limited resources from authorities at the local level, and also the bureaucratic processes, it is recommended to analyze whether the approach should be taken in the development of management plans or territorial planning instruments and decide on any of these. According to the sources of information consulted, the advantage of land use plans is their binding nature and access to budget resources.

Short term operational recommendations:

- Dissemination and communication: the project must establish key messages and narratives about its achievements. This information should be shared with key actors, especially with the new national administration, and candidates for regional and local authorities.
- It is recommended that the project establish an exit strategy that clearly defines the goals, roles and deadlines to implement a series of activities that allow continuity to the processes and results achieved by the project.

Recommendations for UNDP GEF

- It is important that knowledge management be promoted from UNDP GEF, based on the development of case studies, the identification and transfer of good practices between country offices and between GEF projects.

Abbreviations and acronyms

APR	Annual Project Review
AUCI	Uruguayan Agency for International Cooperation
AUG	Uruguayan Ranger Association
BD	Biodiversity
CAE	Specific Advisory Commission
CAN	National Advisory Commission
CNG	National Park Ranger Corps
CO	UNDP Country Office
DGDR	General Directorate of Rural Development
DINARA	National Directorate of Water Resources
DINAMA	National Environment Directorate
DINAGUA	National Water Directorate
DINOT	National Directorate of Territorial Planning
FSP	Full Sized Project
IDR	Rocha Regional Government (Intendencia de Rocha)
IR	Inception Report
IP	Intellectual property
M&E	Monitoring and evaluation
MGAP	Ministry of Livestock, Agriculture and Fisheries
METT	Management Effectiveness Tracking Tool
MINTUR	Ministry of Tourism
MVOTMA	Ministry of Housing, Land Use Planning and Environment
NGO	No Governmental Organization
OPYPA	Office of Agricultural/Ranching Planning and Policy
PA	Protected Areas
PIR	Project Implementation Review
PIF	Project Identification Form
PIU	Project Implementation Unit
PPG	Project Preparation Grant
PSC	Project Steering Committee
SNAP	National System Protected Areas
UNDP	United Nation Development Programme
WWF	Worldwide Fund for Nature

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1. Introduction

1.1. Purpose of the evaluation

According to the ToR, with the Terminal Evaluation the results of the project are analyzed, lessons are extracted that can improve the sustainability of benefits of this project and help to improve overall UNDP programming.

The evaluation is carried out with the purpose of assessing (i) the performance of the project in terms of its relevance, effectiveness (results, products) and efficiency; (ii) sustainability and expansion of results; and (iii) the real and potential impact of the project; as well as the fulfillment of the UNDP evaluation policy mandate on the contributions of development results on the issue of human development. The objective is to provide information on the status of project implementation, which generates evidence and objective information to allow managers to make informed decisions to define new strategic lines. The final evaluation of the project will inform the strategic partners and the beneficiaries of the results of the exercise, thus ensuring accountability.

1.2. Scope and methodology

The ToR states that *"The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach that ensures close participation with government counterparts, in particular the GEF Operations Coordination Center, the UNDP Country Office, the project team, the Regional Technical Advisor of the GEF / UNDP and key stakeholders. The evaluator is expected to carry out a field mission in Uruguay, including all or some of the areas where the project is implemented (northern ravines, west coast and coastal lagoons)."*

The times and resources established for the evaluation are limited but sufficient to carry out a complete analysis process at the project level. The methodological approach to the evaluation is mixed where a top-down work was done, analyzing the upper level of the effects and the way in which the orientations of the project defined the intervention and, also, a bottom-up analysis is included, to verify that the local level contributed as input to the higher objectives.

Agile and low-cost instruments were used to obtain the opinions and experiences of beneficiaries, institutional partners and other stakeholders, in order to meet the information

needs of UNDP and GEF. This seeks to improve the effectiveness of support when making decisions based on evidence and knowledge, avoid duplication of efforts, the repetition of errors and the incorporation of good practices that allow a reduction in the learning curve. It is necessary to capture the knowledge, experiences and knowledge of the key actors.

Integral and participatory reflection allows interpreting experiences and information collected to create new ideas about the needs of UNDP support for the system of protected areas in Uruguay. The objective of the evaluation is to extract from the experience those lessons that are transferable on a larger scale, that is, that may have a wider application in the country.

For the conduct of the evaluation, 4 phases were implemented:

Phase 1 - start-up and design phase

Phase 2 - document review

Phase 3 - field work

Phase 4 - analysis and synthesis

These four phases allow a participatory process where the evaluator was able to consult with the stakeholders in each of the phases in order to guarantee maximum relevance to UNDP, GEF and the Uruguayan government.

ILUSTRATOR 1. EVALUTION METHODOLOGY



1.2.1. Description of the evaluation phases

As previously mentioned, the evaluation contributes to institutional learning by promoting the active participation of key actors during the different stages of it:

Phase 1 - start-up and design phase

During this phase the evaluator made initial approaches with UNDP and the project team to align the approach of the mission, agree on the scope and set specific expectations. Likewise, the context diagnosis, the draft agenda was defined and the evaluation framework was addressed. With this, the process, the structure of the actors involved, and the conceptual design of the evaluation tools were planned, based on the evaluation questions in the ToR.

Phase 2 - document review

Prior to the visit, all documents were delivered to the consultant by the UNDP Country Office and by the Project team.

A document analysis of the project was made in terms of its objectives, results, products and activities to determine if the original design presented problems in its formulation, had monitoring indicators, assumptions, baselines, goals, etc.

The content analysis helped to find relationships in different documents, including reports, to establish a coherent conceptual scheme to assess the project achievements of products and results in regards to the expected objectives, linking what happened to its initial design.

Phase 3 - field mission

The field mission was carried out from December 15 to December 21, 2019. It started with the kick-off meeting with DINAMA and then UNDP to talk about the project in general, but also to discuss the content of the technical proposal, exchange ideas, prioritize the most important issues and tasks, complete the schedule, logistics and definition of coordination modalities.

The evaluation used qualitative methods common to this type of research; mainly structured and semi-structured interviews were conducted. For field visits to Montevideo, Montes del Queguay and Esteros de Farrapos and Islas del Río Uruguay, the methodology was based on a theoretical and practical scheme developed in 1994 by Alforja³ for the popular education sector, which has gained much recognition at the level of Latin America, and from which its basic

³ "To systematize experiences", Oscar Jara (1994).

principles have been taken and applied by various agencies such as IFAD⁴, GiZ⁵, IICA⁶, AECID⁷ and FAO, among others.

The methodology is fully participatory and dynamic, for which the participation of the groups/sectors that have been part of the project and that have lived the experience was sought. Additionally, a survey was designed and distributed to collect perceptions and opinions.

Phase 4 - analysis and preparation of report

At this stage, the evaluator compiled and added all the data collected on lessons learned and good practices and was dedicated to the verification of data and the articulation of results, lessons learned, conclusions and good practices. At this point the evaluator reviewed the results, identified trends by integrating the strategic elements obtained in the review of documentation and field work. It was ensured that the information collected is properly triangulated and the result of a rigorous collection process.

Once the evaluation was approved, the Reference Committee proceeded to develop a strategy to respond to the recommendations and socialize the results. This phase is a great opportunity to reflect on the lessons learned, but also on how to scale or replicate the good practices identified, how to communicate the achievements, and how to avoid past mistakes, as well as to discuss future recommendations regarding UNDP support.

⁴ "Systematization of local experiences of agricultural and rural development: Methodological guide", Julio Berdegúe and others (2002).

⁵ Forming systematizers: A guide to develop skills and generate knowledge ", Ruth Varela and others (2005).

⁶ "Revealing experiences: Another look towards systematization", Cecilia Díaz et al. (2010).

⁷ "Methodological guide of systematization: Special Program for Food Security PESA in Central America"

2. Project description

2.1. Problems the project sought to address

For several decades, natural ecosystems have been affected in Uruguay, as a result of unfavorable agricultural practices such as livestock and commercial logging of wood and firewood. The pressures on biodiversity from agriculture, afforestation and livestock have increased significantly in recent years. "The transformation rate from natural grasslands to agricultural systems during the last two decades has been around 125,000 hectares per year, the intensification indicator applied by the Ministry of Agriculture and Fisheries increased from 1.08 in 2000 to 1.50 in 2010 and the Average land prices have shown increases of US \$ 450 / ha in 2000 to almost US \$ 2,800 / ha in 2011, associated with a transformation of production and marketing chains. On the other hand, "non-proprietary" forms of tenure have increased in importance, such as contract farming, which has increased the flexibility of agricultural businesses and the vertical articulation of production with markets, especially soybeans."⁸.

On the other hand, climate change is also a threat to Biodiversity in Uruguay, as temperature increases, rainfall frequency and intensity.

Uruguay's Protected Areas (PA) were established at the beginning of the 20th century, as a mitigation measure for the effects of climate change and the escalation of agricultural and agro-industrial processes, which were protected initially by a legal framework. However, and according to the project document: "the establishment of the National System of Protected Areas (SNAP) is recent. Through a series of efforts by the Government and with the support of the GEF, through the UNDP, the legal basis of SNAP was established in 2000; the provisions of the law established in SNAP were then introduced in 2005 through Decree 50/2005, and in 2008 the first two PAs were included in the system "

In this context, the project identified a risk in the way in which protected areas (PAs) were planned and managed in Uruguay. As a consequence of the fact that "expansion of commercial monocultures and the intensification of production systems (in the agricultural, livestock and

⁸ Project Document

forestry sectors) generating pressures on biodiversity in the landscapes surrounding the PA, while accentuating their biological isolation, increasing the danger of invasive alien species (IAS) for ecosystems and native species. In addition to this, there are phenomena associated with climate change that are causing an increased risk of fires in natural habitats and changes in the balance between productive practices and biodiversity that characterize traditional production systems”⁹

2.2. Immediate and development objectives of the project

The overall objective of the project is to consolidate a change in the way in which protected areas (PA) are planned and managed in Uruguay, based on their current situation, in which they are largely functionally still little integrated into a landscape. highly modified, towards another in which they gradually integrate into the landscape that surrounds them, and where the management of PAs and the surrounding landscape are gradually harmonized. This change was identified as necessary given the expansion of commercial monocultures and the intensification of production systems (in the agricultural, livestock and forestry sectors) generating pressures on biodiversity in the landscapes surrounding the PA, while accentuating its biological isolation, increasing the danger of invasive alien species (IAS) for ecosystems and native species. In addition to this, there are phenomena associated with climate change that are causing an increased risk of fire in natural habitats and changes in the balance between productive practices and biodiversity that characterize traditional production systems.

2.3. Baseline Indicators Established

- Objective: The Uruguayan Protected Areas System incorporates a landscape approach to management, strengthening the effectiveness of PAs as nuclei for the conservation of globally important species and ecosystems
 - Area and condition (as measured by the Pasture Conservation Index ICP) of natural pasture habitat for important bird species²⁰ in PAs and surrounding areas
 - Area and condition of other natural ecosystems, by site

⁹ Project Document

- Reductions in the incidence of IAS in PAs
- Outcome 1 System level Protected Area frameworks consolidated to adopt the landscape approach:
 - Capacity index of staff related to planning, management and enforcement in PAs and their surrounding landscapes
 - Reduction in financial gap for SNAP:
 - Area of land with tax exemptions due to inclusion in SNAP
 - Area of land in Laureles Cañas and Queguay with tax exemptions due to native forest cover
 - Amount of resources from Protected Area Fund received by SNAP
- Outcome 2. Protected area management integrated with adjacent landscapes
 - Increase in METT scores in 7 PAs covering 214,336ha
 - Effectiveness of mechanisms for stakeholder participation in planning and management
 - Number of Departmental-level zoning plans that make specific reference to PAs and their areas of influence
 - Levels of staff assignment in Departmental governments for supporting integration of PA management with land use planning
 - Area of forestry properties where design and management of set-asides incorporate landscape-wide BD considerations (such as the size and spatial configuration of pasture areas in relation to vertical barriers such as forestry plantations, and the spatial configuration, condition and flowering/ seeding status of pasture grasses, which determine the value of the set-asides for pasture birds)
 - Areas with public use and tourism plans in accordance with the national guidelines on tourism in protected areas (currently being prepared)

2.4. Main Stakeholders

The project was designed to be implemented over a period of 4 years using the UNDP national implementation modality (NIM). DINAMA-MVOTMA is the national institution designated as responsible for the implementation of the project (Implementing partner). UNDP is the GEF Agency for the project and responsible to the GEF for the use of the funds.

2.5. Expected results

The main expected result of the project is to incorporate the landscape approach to management, strengthening the effectiveness of PAs as nuclei for the conservation of species and ecosystems of local and global importance.

3. Findings

3.1 Project design and formulation

3.1.1. Analysis of the logical framework (LFA)/ the Results Framework (project logic, strategy and indicators)

The evaluation found that the project design was robust by clearly defining the results, effects and outputs, as well as measurement indicators, baselines and goals. Although the subject of protected areas is relatively new in Uruguay, the project design was based on previous project developments and lessons learned from other countries, which DINAMA has been incorporating.

The project developed a logical framework in the project document, with specific links between the inputs, activities, outputs and expected Outputs. That is, the project did have an implicit theory of change; although it was not written in a separate document, the logic of the project does identify a chain of results and causal relationships in the intervention. The Project Document provides a clear description of the situation and problem to be addressed, as well as the strategy to address it and the expected results.

The objective of the project was "The National System of Protected Areas of Uruguay incorporates a landscape approach in management, strengthening the effectiveness of PAs as nuclei for the conservation of species and ecosystems". The components of the project were two: 1. The consolidation of the framework of the Protected Areas System in order to adopt the landscape approach. 2. Management of protected areas integrated with surrounding landscapes.

The evaluation considers that the design of the project is valuable because beyond developing conservation or protection initiatives, it sought to change structural aspects of public policy for the consolidation and sustainability of protected areas, under the concept of connectivity. This objective is ambitious because it aimed at public policy results with limited resources of time, money and personnel. These public policy formulation processes take time, and are beyond the scope of a cooperation project. All sources consulted said the project design was relevant, although a bit ambitious because of the magnitude of the goals in terms of achieving changes in the regulatory framework of SNAP. Although the evaluation found that this strategy was the

right one to point to the structural barriers for the correct implementation of the Protected areas, the project was somewhat optimistic when calculating the time required for these processes.

In addition to covering political issues, the project also faced a series of specific challenges such as the introduction and implementation of Protected Areas, which is a novel issue for a country where most of the land is privately owned, which adds a greater degree of difficulty.

Despite the dependence of external factors such as political times and the capacity of some counterparts, the concrete design with few components made the project manageable and facilitated the monitoring of activities, as well as the monitoring and evaluation of results, affecting its time in planning and decision making. The selected indicators were of good quality as they were directly related to the expected Objectives and Outcomes, and for having specific metrics, baselines and goals. Also, all indicators comply with SMART standards since they are all specific, measurable, Relevant and Time-bound. For example, objective-level indicators are all SMART: Area and condition (as measured by the Pasture Conservation Index ICP) of natural pasture habitat for important bird species in PAs and surrounding areas, Area and condition of other natural ecosystems. Also, outcome-level indicators are of good quality: Capacity index of staff related to planning, management and enforcement in PAs and their surrounding landscapes, DINAMA staff competence index for the application of biodiversity considerations in planning processes, Reduction in financial gap for SNAP, Indicator 4: Area of land with tax exemptions due to inclusion in SNAP, Increase in METT scores in 7 PAs, Number of Departmental-level zoning plans that make specific reference to PAs and their areas of influence.

In some cases, the issue was that some indicator targets were too ambitious or unattainable, for example, having a zero-loss target is quite a challenging goal for a single project, given external factors such as production models, etc. Also, indicators measuring public policy making are difficult because their achievement relies on external factors out of the project's control.

3.1.2. Assumptions and Risks

According to the sources consulted, the main risk that affected the performance of the project was the political risk. The project document does include this issue as a risk, namely, "Limited commitment among policy makers at national, regional or local levels to the introduction of fiscal and other incentives for conservation". The novelty of the issue of PAs in Uruguay, and

institutional capacity at all levels is usually not a matter of analysis and even less when there are no pre-existing data. The evaluation found that these risks escape the project and could not be mitigated without changing its structural design. **The Project Document** did mention the political and regulatory risk, but valued it as a medium risk, and lacked an assessment or diagnostics of institutional capacities or a diagnosis of the institutional political context. There are also no clear risk mitigation and overcoming strategies, only the alliance with an IDB project to support the awareness of key actors is mentioned. Prodoc mentions that: "Limited commitment between policy makers at national, regional and local levels for the introduction of tax or other incentives for conservation."

3.1.3. Lessons from other relevant projects (e.g., same area of interest) incorporated in the project design

Although the PA issue is relatively recent for Uruguay, the project design was based on similar experiences in the country such as the TCP / URU / 3401 of FAO "Strengthening knowledge and the generation of Territorial Planning", and specifically It is based on the URU / o6 / G34 project (FORTALECIMIENTO DEL PROCESO DE IMPLEMENTACIÓN DEL SISTEMA NACIONAL DE ÁREAS PROTEGIDAS DE URUGUAY), that made significant progress in declaring protected areas in different parts of the country and promoting their incorporation into SNAP. Once the SNAP was established, with the present project it was sought to go beyond and look outside of the protected areas to ensure that they are effectively integrated with the landscapes that surround them.

3.1.4. Planned Stakeholder Participation

One of the favorable points of the project is that its design aimed at a high level of participation of different institutions and organizations. The official participants are MVOTMA, MINTURD, MGAP, UPM-FOSA, ID Rocha, ID Rivera, ID Paysandú, ID Maldonado, ID Tacuarembó. Additionally, academia, private sector and civil society organizations participated. This combination of actors is a case of study worthy of analysis because the participation remained active during the implementation of the project, including with producer organizations with a track record in livestock, tourism, forestry and artisanal fisheries.

3.1.5. Replication Approach

The Project document does include a brief section on replicability, that broadly states that the project results can be replicated since the pilot areas are representative of different conditions (biophysical socio-cultural), and therefore the implementation may be replicated in different areas with similar conditions. Also, the project design implies that by building capacities there will be an institutional spillover of these initiatives.

The Evaluation finds that this replication approach is a bit limited because there are gaps on how to specifically reproduce these interventions; for example, there are not clear institutional roles, incentives, plans or resources to capture the projects learnings, and disseminated those two other initiatives in the future.

3.1.6. UNDP comparative advantage

UNDP is an institution with experience and technical capacity in project management, and in initiatives that seek to conserve the environment and biodiversity. The Project was implemented by DINAMA and was closely monitored by UNDP by contacting the administrative support of said office. Likewise, UNDP possessed knowledge on the GEF and its administrative processes, added value for the execution of the project, the operational management and the approval of the extensions to the term of the project (see section project execution). The project has also had the technical support of the regional UNDP-GEF, and the entire monitoring and evaluation scheme, with tools to monitor the progress observed results. It is important to highlight that the GEF technical advisor has closely monitored the development of the project and has even made field visits to monitor progress and find solutions to obstacles.

3.1.7. Links between the project and other interventions within the sector

The project design foresaw alliances and partnerships with different initiatives, for example:

- Coordination with IADB-financed Project "Support to the Tourist Sector" (Contract 1601 OC/UR), which is implemented by MINTURD. Also, a memorandum of understanding has been signed between MINTURD and MVOTMA to coordinate actions related to the SNAP.
- The project was also coordinated with the World Bank (IBRD/IDA)/MGAP project "Sustainable Management of Natural Resources and Climate Change" and the

Adaptation Fund/Rural development Directorate/MGAP Project "Building resilience for climate change and variability among small producers".

- With the IDB regional project "incentives for the Conservation of natural Pastures in the Southern Cone", in which Uruguayan NGO Aves Uruguay was participating.
- Through its project "Conservation and Sustainable Use of Biodiversity, Ecosystem Resilience and Climate Change" the Spanish Government (AECID), in association with DINAMA, shall develop a decision-support system to incorporate connectivity criteria in environmental management tools in Uruguay
- The project "Implementing Pilot Climate Change Adaptation measures in Coastal Areas of Uruguay", contributed too the long term goal of reducing vulnerability of Uruguay's coastal ecosystem to climate change by putting in place adaptive land planning and coastal management policies and practices to enhance the resilience of Uruguay's coastal ecosystem to climate change.
- The Small Grants Programme (SGP) based in UNDP, shall play a key role as a source of lessons on small-scale natural resources management initiatives for the project.

3.1.8. Management Arrangements

As for the administrative provisions, the Implementing Partner is the National Directorate of Environment (DINAMA) of the Ministry of Housing, Land Management and Environment (MVOTMA). The project is directly implemented by the SNAP team. The Implementing Partner is primarily responsible for planning and general management of Project activities, reporting, accounting, monitoring and evaluation, supervision of other parties responsible for the implementation of the Project resources.

According to the project document, the Government shall provide the Resident representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) fund according to the established procedures set out in the Programming and Finance manuals. UNDP was responsible for making audit arrangements for the project in communication with the Project Implementing Partner.

3.2 Project Implementation

3.2.1. Adaptative management

Adaptative management corresponds to the level of flexibility that the project had to meet changing dynamics and emerging needs. These are the adjustment mechanisms to improve the execution of the project, based on prior agreement with UNDP, and the organizations of Uruguay. With the evaluation it was observed that there were no changes to the logical framework.

As for the duration of the project, it started in May 2014, and due to the delays caused by the institutional environment and external factors to the project, an extension (at no additional cost) was carried out, being extended for 18 months until December 2019, when the original execution period was 4 years.

3.2.2. Partnership arrangements (with relevant stakeholders involved in the country/region)

From its design, the project established the participation of other entities and organizations:

- The MGAP is a key partner, due to its importance in the productive sector of the country, to support the valuation of ecosystem services and the development of incentive instruments for the conservation of private environmental assets and services.
- MINTURD is a key partner for the co-financing of tourism infrastructures and the promotion of tourism development that respects biodiversity.
- UPM Forestal Oriental: in the incorporation into the SNAP of the Esteros y Blanqueales protected area of the Uruguay River.
- Wildlife NGO The relationship was deepened, and a successful implementation of joint work was achieved to define a SNAP link strategy with networks of private protected areas.
- CURE University Center of the Eastern Region - UdelaR Joint work to monitor the quality of water and sediments in the basin of the coastal lagoons.
- INIA National Institute of Agricultural Research Joint agreement with UTU for grassland restoration in Montes del Queguay.

3.2.3. Feedback from M&E activities used for adaptation management

The indicators of the project were adequate, and the monitoring scheme shed light on the execution of resources, performance and progress in the implementation of the project during the administration of DINAMA. According to the implementation reports, the project achieved satisfactory ratings and when there were observations or recommendations, these translated into improvements in actions and institutional agreements to achieve the expected results. Several of the recommendations or suggestions in these reports were addressed in subsequent periods.

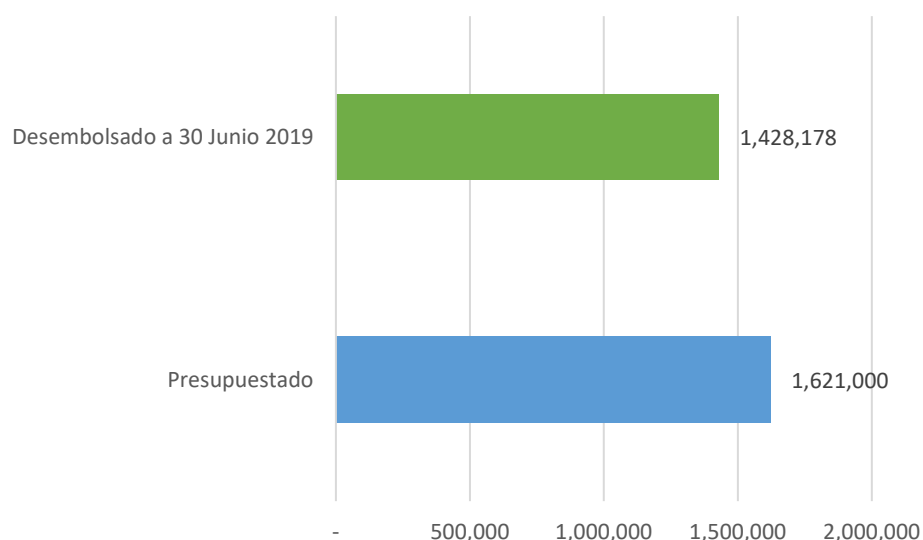
3.2.4. Project finance

According to the data obtained, the project started in May 2014 with a planned duration of four years. Although the original closing date was scheduled for June 4, 2018, the project had a midterm evaluation and the closing date was rescheduled for December 4, 2019 after an extension was granted.

The total budget programmed for the execution of the project was US 10, 494, 161, of which 15% of the resources came from the GEF, exactly US \$ 1,621,000, the remaining 85%, US \$ 8,873,161 was co-financed by other entities.

According to data available at the time of the evaluation, as for June 2019 a total of US \$ 1,428,178 had been disbursed, representing 88.1% of the total budget allocated to the GEF.

FIGURE 2. FINANCE EXECUTION



3.2.5. Monitoring and Evaluation design at entry and implementation.

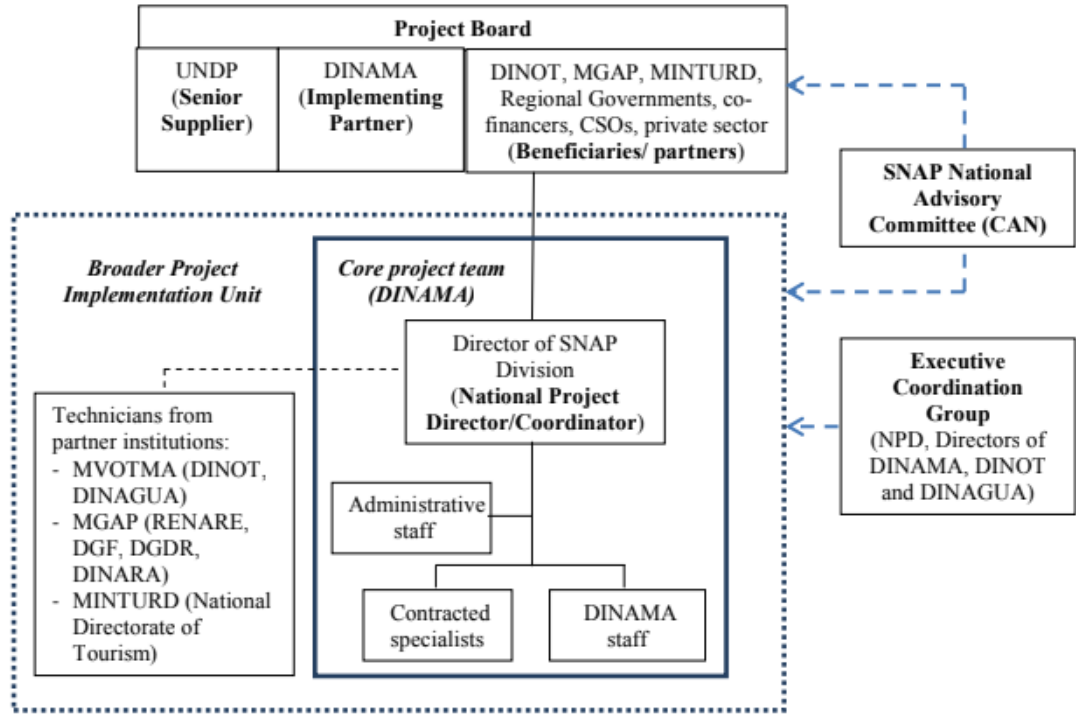
The project had different instruments for monitoring and evaluation: logical framework matrix with outcome indicators, annual project implementation reports (PIR), tracking tools (GEF), follow-up with the UNDP Atlas administrative tool, and some follow-up meetings. The project also had a Mid-term Review and internal audit by UNDP. The logical framework indicators were measurable and specific, with clear units of measurement, baselines and goals. The indicators are related to the Outputs and Outcomes of the project, and the total number of indicators was manageable. The Terminal Evaluation highlights the quality of the annual PIR project implementation reports, for containing qualitative information about the project and its progress, with assigned ratings, identified obstacles, risks and adjustments. There was an expert in monitoring and evaluation, who led the issue with the support of the project team. According to different sources, monitoring and evaluation was useful for the project, because it allowed better decision-making with counterparts and authorities. The monitoring and evaluation system of the project was innovative when constructing new indicators and methodologies for their measurement, for example, the indicator on the state of pasture conservation was conceptually new and there was no agreed definition, nor metrics for its evaluation. This indicator was developed jointly with other institutions such as the Ministry of Livestock and the Academy. Another example is the indicator on the measurement of the effectiveness of public use management, which is a qualitative indicator.

3.2.6. UNDP AND IMPLEMENTING PARTNER IMPLEMENTATION / EXECUTION (*) COORDINATION, AND OPERATIONAL ISSUES

The project modality is National Implementation (NIM). The Implementing Partner of the project is the National Directorate of Environment (DINAMA) of the Ministry of Housing, Land Management and Environment (MVOTMA). The Implementing Partner is primarily responsible for the achievement of project objective and Outcomes, for planning and general management of Project activities, reporting, accounting, monitoring and evaluation, supervision of other parties responsible for the implementation of the use of Project resources. UNDP was

responsible for making audit arrangements for the project in communication with the Project Implementing Partner.

FIGURE 3. ORGANIZATIONAL STRUCTURE OF THE PROJECT



UNDP is an institution with experience and technical capacity in project management, and in initiatives that seek to conserve the environment and biodiversity. The Project was implemented by DINAMA and was closely monitored by UNDP by contacting the administrative support of said office. Likewise, UNDP possessed knowledge on the GEF and its administrative processes, added value for the execution of the project, the operational management and the approval of the extensions to the term of the project (see section project execution). The project has also had the technical support of the regional UNDP-GEF, and the entire monitoring and evaluation scheme, with tools to monitor the progress observed results. It is important to highlight that the GEF technical advisor has closely monitored the development of the project and has even made field visits to monitor progress and find solutions to obstacles.

3.3 Project results

3.3.1. Overall results (attainment of objectives)

The evaluation finds that the project performance and the achievement of results is quite positive. The project's scores are reflected below according to the evaluation:

Project performance rating			
1. Monitoring and evaluation	Qualification	2. Execution of AI and EA:	Qualification
M&E input design	Satisfactory	UNDP implementation quality	Satisfactory
Execution of the M&E plan	Very Satisfactory	Performance quality: executing agency	Satisfactory
General M&E Quality	Satisfactory	General quality of implementation and execution	Satisfactory
3. Evaluation of the results	Qualification	4. Sustainability	Qualification
Relevance	Relevant	Financial resources:	Likely
Effectiveness	Satisfactory	Socio-political:	Likely
Efficiency	Satisfactory	Institutional framework and governance:	Likely
Overall rating of the project results	Satisfactory	Environmental:	Likely
5. Impact	Qualification	Overall probability of sustainability:	Likely
Environmental status improvement	Significant		
Environmental stress reduction	Significant		
Progress towards stress/status change	Significant		

In general, the expected results and goals were fully achieved despite some delays. Most of the indicators were achieved except for the incentive scheme and tax exemption in PA, because the proposed incentive scheme was not included in the 2016-2020 Budget Law.

According to the results of the project components the evaluation found:

Objective The Uruguayan Protected Areas System incorporates a landscape approach to management, strengthening the effectiveness of PAs as nuclei for the conservation of globally important species and ecosystems			
Description of indicator	Baseline	Target level	Level at 2019 ¹⁰
Area and condition (as measured by the Pasture Conservation Index ICP) of natural pasture habitat for important bird species in PAs and surrounding areas:	Area (ha) under natural pasture by site: Farrapos + Mafalda = 13,384 ha Queguay = 111,225 ha Lunarejo + Laureles = 230,369 ha Rocha + Garzón = 104,695 ha Total = 459,673 ha	No net loss in area or condition of natural pastures in the target areas.	Area (ha) under natural pasture by site: Quebradas del Norte: 140.261 ha 45,9 % Esteros 8.799 ha 15,7% Montes queguay: 102.631 ha ** 50,1 % Lagunas Costeras 59.238 ha 36,7%
Area and condition of other natural ecosystems, by site:	Canyon forest: Queguay = 295 ha Lunarejo + Laureles = 38,914 ha Rocha + Garzón = 25,280 ha Total = 64,489 ha Gallery forest: Farrapos + Mafalda = 7,919 ha Queguay = 4,891 ha Lunarejo + Laureles = 13,469 ha Rocha + Garzón = 5,818 ha Total = 32,097 ha Park forest: Farrapos + Mafalda = 3,868 ha Queguay = 10,849 ha Lunarejo + Laureles = 38,914 ha Total = 53,631 ha Psammophyll forest: Rocha + Garzón = 210 ha Wetlands/reedbeds: Farrapos + Mafalda = 8,682 ha Queguay = 2,538 ha Rocha + Garzón = 7,497 ha Total = 18,717 ha	No net loss in area or condition of each ecosystem	Natural Grasslands Quebradas del Norte 3.464.808 (±6.281.835) Esteros 524.760 (±1.181.982) Montes Queguay 4.364.244 (±8.329.525) Lagunas Costeras 3.512.771 (±6.428.168) Forest Quebradas del Norte 61.838 (±162.074) Esteros 281.095 (±592.626) Montes Queguay 6.179.442 (±13.022.268) Lagunas Costeras 106.867 (±240.300) wetland / grassland Esteros 3.409.621 (±7.907.999) Montes Queguay 55.816 (±148.839) Lagunas Costeras 17.064 (±53.621)

¹⁰ PLANNING AND MONITORING. INDICATORS OF THE LOGICAL FRAMEWORK: Method sheets and measurement results. November 2019.

Reductions in the incidence of IAS in PAs	Relative abundance in focus areas of invasion = 58	Relative abundance in focus areas of invasion = 35	Relative abundance in focus areas of invasion = 7
	Relative abundance in slightly invaded area = 18	Relative abundance in slightly invaded area = 16	Relative abundance in slightly invaded area = 3
	Relative abundance in consolidated invasion area = 124	Relative abundance in consolidated invasion area = 124	Relative abundance in consolidated invasion area = This measurement could not be performed due to logistical problems at the time of sampling.
	% of the area of foci of invasion with control of the species = 7,5%	% of the area of foci of invasion with control of the species = 40%	% of the area of foci of invasion with control of the species = 31,5%

Outcome 1

System level Protected Area frameworks consolidated to adopt the landscape approach

Indicator 1: Capacity index of staff related to planning, management and enforcement in PAs and their surrounding landscapes	% of PA staff with inadequate core capacities Higher management 1 29% 2 31% Technical/ supervisory 3 24% 4 35% Park guards 5 36% 6 29% Field staff 7 60% 8 0%	% of PA staff with Inadequate capacities (see details of variables in table below) Higher management 1 10% 2 10% Technical/supervisory 3 10% 4 10% Park guards 5 10% 6 10% Field staff 7 10% 8 10%	% of PA staff with Inadequate capacities (see details of variables in table below) Higher management 1 9% 2 15% Technical/supervisory 3 13% 4 17% Park guards 5 11% 6 12% Field staff 7 7% 8 11%
Indicator 2: DINAMA staff competence index for the application of biodiversity considerations in planning processes	% of DINAMA staff with capacities for interaction with landscape level actors and processes: baseline values to be quantified through staff assessment at project start	% of DINAMA staff with capacities for interaction with landscape level actors and processes: target values to be quantified on the basis of staff assessment at project start]	a. EIA Staff: 61% b. EAE Staff: 100% Indicador II: 100 % a. Agreements with EIA on art. 2 of decree 349/05: 100% b. Agreements with EIA in relation to forestry projects: 100% c. Agreement with EAE for OT instruments in the SNAP priority sites network: 100%
Indicator 3: Reduction in financial gap for SNAP	Financial gap for SNAP as a whole: 30% (\$999,000)	20% reduction in financial gap for SNAP	The gap for 2018 is 37%, which marks a significant

		<p>as a whole, to 24% (\$800,000)</p> <p>The SNAP is a system whose physical network is growing and therefore the financial needs have changed due to the incorporation of new areas. Today, SNAP has 16 protected areas, of which 6 entered the system over the last five years (during project execution). This is the main explanation for the evolution of the indicator.</p>	<p>deviation from its desired value.</p> <p>SNAP is a system whose physical network is growing and therefore financial needs. Today the SNAP has 16 protected areas, of which 6 have entered in the last five years (during the execution of the project). This is the main explanation of the evolution of the indicator presented in the table above.</p>
Indicator 4: Area of land with tax exemptions due to inclusion in SNAP	oha	<p>Lunarejo: 3,321ha</p> <p>Laguna de Rocha: 707ha</p>	<p>This indicator has not been measured: Proposals for inclusion of strategies for implementation of exemption from taxes in the law of Budget were rejected. . Nevertheless, some alternative measures are trying to be implemented; such as the indicator "Exemption from payment in the tax through native forest. "</p>
Indicator 5: Area of land in Laureles Cañas and Queguay with tax exemptions due to native forest cover	None of the 6,790ha native forest in Laureles and Queguay is declared for tax exemption	4,074ha (60%) of the native forest in Laureles and Queguay is declared for tax exemption	<p>The total value of the indicator for this year is 16%. The goal for Montes del Queguay in 2016 was reached 100% (expected goal 60%), Laureles Cañas 0%. However, even when the agreement with MGAP to register outside protected areas entered into SNAP is operational, the lack of agreement within the Municipality of Tacuarembó regarding the creation of the protected area constituted a limitation for the registration of native forest of producers of area.</p>

Indicator 6 Amount of resources from Protected Area Fund received by SNAP	50,000	100,000 Expected for 2018 = 308.250	2019 = 369.036
Outcome 2 Protected area management integrated with adjacent landscapes			
Indicator 7: Increase in METT scores in 7 PAs covering 214,336ha	Farrapos = 50 Lunarejo = 45 Laureles -Cañas = 11 Rocha = 45 Garzón = 11 Queguay = 24 Mafalda = 60	Farrapos = 83 Lunarejo = 76 Laureles-Cañas = 46 Rocha = 80 Garzón = 46 Queguay = 49 Mafalda = 75	Farrapos = 61 Lunarejo = 54 Laureles-Cañas = 21 Rocha = 59 Garzón = 30 Queguay = 53 Mafalda = 56
Indicator 8: Effectiveness of mechanisms for stakeholder participation in planning and management	CAEs exist in all three target PAs declared to date, with broad participation but no mechanisms for feedback or evaluation of effectiveness and satisfaction	All 7 PAs to be included in the project have CAEs with functioning mechanisms for feedback and evaluation of effectiveness and satisfaction, and CAEs receive consistent positive rating from Stakeholder participants	Litoral Oeste = 0,7 Quebradas del Norte = 0,9 Lagunas Costeras = 1 In the monitored period, agreements were renewed, but were not signed none new. Currently 5 of the 6 protected areas in target areas have an agreement to current administration.
Indicator 9: Number of Departmental-level zoning plans that make specific reference to PAs and their areas of influence	Coastal Lagoons: - Coastal Lagoons Local Plan (covering Rocha and Garzón lagoons) Western Littoral: - Guichón Micro-Region Local Plan for Zoning and Sustainable Development (covering Montes de Queguay)	Coastal Lagoons: - Coastal Lagoons Local Plan (covering Rocha and Garzón) Western Littoral: - Guichón Micro-Region Local Plan - Departmental zoning plan covering Farrapos Northern Canyons: - Departmental Zoning Plans for Rivera and Tacuarembó (covering Lunarejo and Laureles Cañas)	g.a 1 for all PA g.b Esteros de Farrapos 0,5 Montes del Queguay 1 Esteros y Algarrobales 1 Valle del Lunarejo 0,5 Laguna de Rocha 1 Laguna Garzón 0 Laureles – Cañas NA g.c Esteros de Farrapos 3,3 Montes del Queguay 3,7 Esteros y Algarrobales 0,7 Valle del Lunarejo 4,0 Laguna de Rocha 3,3 Laguna Garzón 0,3 Laureles – Cañas 0,3 g.d Litoral Oeste: 0,7 Quebradas del Norte: 0,8 Lagunas costeras: 0,5
Indicator 10 Levels of staff assignment in Departmental governments for supporting integration of	3 of the 6 Departmental Governments covering the	All 6 of the Departmental Governments covering the target areas (Río Negro, Paysandú,	All 6 of the Departmental Governments covering the target areas During the Project execution period, the SNAP has

PA management with land use planning	target areas have staff with specific responsibilities for planning and management of rural areas, including those in or adjoining PAs	Maldonado, Rocha, Rivera and Tacuarembó) have staff with specific responsibilities for planning and management of rural areas, including those in or adjoining PAs	established articulations for the planning of the territory linked to protected areas and their landscapes, with the 6 governments departmental; depending on the priorities assigned over time by each departmental government to the territorial ordering and of the type of developed instruments
Indicator 11: Area of forestry properties where design and management of setasides incorporate landscapewide BD considerations (such as the size and spatial configuration of pasture areas in relation to vertical barriers such as forestry plantations, and the spatial configuration, condition and flowering/ seeding status of pasture grasses, which determine the value of the set-asides for pasture birds)	188,688ha of forestry plantation properties in target landscapes, of which an estimated 15% is setasides (28,303ha), all of which are planned and managed on individual basis	50% of set-asides (14,152ha) in forestry plantations in target landscapes are planned and managed in accordance with landscape-wide considerations	At the end of the project, the value of the indicator is the same since they have not been agreed protocols for planning landscape-level conservation areas, with companies forest.
Indicator 12 Areas with public use and tourism plans in accordance with the national guidelines on tourism in protected areas	None, as the guidelines are still under preparation	The results showed great variability between protected areas. The average result of the evaluation for all areas of the Project's target zones was 37, but the values Individual areas vary between 6 and 65.	Final calification Esteros de Farrapos = 55 (Regular) Montes de Queguay= 28 (poor) Esteros y Algarrobales = 33 (poor) Valle del Lunarejo = 39 (regular) Laguna de Rocha =55 (regular) Laguna Garzón =29 (poor) Laureles-Cañas = 36 (Regular)

Additionally, Figure 4 shows the scale of general qualifications that were awarded to the project on the annual implementation reports (PIR) is presented. As can be seen, the project

maintained the rating of satisfactory throughout its implementation, except for 2019, where it was rated as moderately satisfactory on Implementation Progress, this rating was not due to technical or substantive reasons, but due to the levels of financial execution.

FIGURE 4. QUALIFICATION SCALE ACCORDING TO PIR

Ratings	2015	2016	2017	2018	2019
Overall DO Rating (Progress Toward Development Objectives)	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Overall IP Rating (Implementation Progress)	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Moderately satisfactory

3.3.2. Relevance (Rating: relevant)

In recent years, the importance of conserving biological diversity has been discussed throughout the world, not only within protected areas, but also outside them. In this scenario, different Landscape Management Tools (HMP) are being implemented, which favor their connectivity, understood as that characteristic that facilitates ecological flows through the territory.

Biological corridors, then, now become a central part of biodiversity conservation strategies and one of the effective responses to help mitigate the negative effects of habitat fragmentation, loss of natural vegetation cover and deforestation.

The project sought to develop planning and management modalities that would allow for the integration of protected areas with the surrounding landscapes, harmonizing their management with the surrounding productive activities, improving their connectivity and generating corridors between the core areas of the protected areas and the remnants of the natural ecosystems in buffer zones. Thus, protected areas will also function as instruments for the promotion of sustainable development.

The focus of the project, of linking the landscape with protected areas, understanding that the landscapes includes families and communities, is a relevant approach that aims to integrate protected areas into the territory, and link them with the private sector and the resident

communities. It is a strategic process for Uruguay because it transcends the creation of protected areas and seeks to work with productive sectors such as tourism, livestock, forestry.

The evaluation concludes that the project was relevant from the beginning and continues to be relevant because it focuses on an environmental and local development priorities that are aligned with the interests of UNDP, GEF, the environment in Uruguay and agricultural producers. The protection of various ecosystems ensures essential services for sustainable development improvements in the well-being of human beings. The livelihoods of people and the economic productivity of companies are highly dependent on a sustainable supply of water, fisheries, natural ecosystems and other forms of biodiversity. According to the sources consulted, the levels of stakeholder participation were positive due to the convoking capacity, but also to the innovation of the initiative and its potential impact. Specific field activities were also consulted and endorsed by local communities and actors. According to the field interviews and the analysis of the available documents, the evaluation finds that the project did consider national realities regarding the existing institutional framework for its design, but was too optimistic to include public policy results, such as the incorporation of tax exemptions. The project required the will and political urgency to translate the products into specific results of public policy, plans, guides and regulations. It is important to highlight that the national reality is changing in Latin American countries and that during the period between the initial design of the project and its implementation there were changes in government, personnel, among others.

3.3.3. Efficiency

The project had to extend its execution period due to implementation problems already mentioned. The evaluation found the selection of the team as a success factor, which was key to give continuity to years of implementation and learning. The progress and results analysis is also a factor that boosted efficiency since it improved implementation, for example, the PIR reports are of good quality, and when alerts were raised about the execution of the project, the measures could be taken for a timely adjustment and improvement of the implementation.

The project has been fortunate to have developed within the National System of Protected Areas (SNAP). In this way, the project was supported by a mixed team, which belongs to the Ministry. The support of the officials allowed the project to have stability and continuity, due to their permanence. In addition, this initiative was incorporated into the strategic plan of SNAP 2015-2020.

The results maximization through the incorporation of the project into the institutional framework (DINAMA), allowed synergies and it should be noted that this initiative has been very well articulated at the local and national level with civil society and institutions. During the field visit of the evaluation, it was possible to observe the development of a Specific Advisory Commission in Farrapos where approximately 15 public and private institutions participated. The project has also achieved synergies with other projects, such as the Coca-Cola Foundation in the north in the development of a management plan for the identification of areas for restoration. All these alliances helped to maximize results and efficiency.

3.3.4. Efficacy

Regarding the gender and human rights approach, the evaluation highlights that the project focused on institutional issues and therefore there was no gender-specific strategy. If the equitable participation in the entities of the project was sought by men and women, and training was carried out on basic gender concepts and sensitize the staff.

OUTCOME 1 SYSTEM LEVEL PROTECTED AREA FRAMEWORKS CONSOLIDATED TO ADOPT THE LANDSCAPE APPROACH

Output 1.1. Policy and frameworks land use regulations at national and sub-national level affected specific instruments for identification and protection of areas of importance for biodiversity within productive landscapes.

It is also important to highlight the alliance with the Ministry of Tourism, in which the inter-institutional agreements have been reached between ministries and with departmental governments for the prioritization of tourist activities in protected areas. With the Ministry of Livestock, great advances have been made, establishing a very valuable inter-institutional alliance, which is atypical to the extent that agricultural production goals do not always go along the same lines as environmental protection goals. However, it was agreed that the Ministry of Livestock would be part of the project board and would be a counterpart in the areas of biodiversity and climate change. Additionally, with this ministry, progress has been made in the work of livestock in the natural field, production in native ecosystems, soil protection and regulations. The main motivation for this ministry is to achieve food production for consumption and export, based on international standards of hygiene, organization, respecting

habitats and communities. For its part, the National Environment Directorate is interested in the protected areas where the producers are included.

The Project Monitoring Committee that includes AUCI is considered useful and successful, because it constitutes a good national practice of working with multiple actors, a model of alliance building, particularly and a good example of working with the private sector. Likewise, the project is considered a good practice for the Uruguayan government regarding its link with academia, the knowledge acquired and the applicability of this model of protected areas to transfer knowledge to other countries.

Output 1.2. Management tools and financial plans of the System National of Protected Areas (SNAP) incorporate the landscape approach.

To generate greater flexibility in management, the project aimed to develop agreements with the municipalities and the creation of foundations for the management of protected areas, but this aspect has not been completely completed

Financial management and conservation incentive mechanisms by private parties have presented some delays in their implementation, due to external factors beyond the control of the project. The formulation of public policy and regulations takes time, given that they are medium- and long-term processes.

The project has successfully influenced the review and adjustment of key tools such as the environmental impact assessment, which makes the assessment at the project level, and also the strategic assessment that analyzes the environmental viability of the initiatives at the territory level. These tools are part of the official instruments of the national environmental management, with which the environmental viability of different initiatives at the project level or at the territorial level is approved or not.

The project did not have a knowledge management strategy, where good practices were systematically identified and transferred to other projects or countries. However, bilateral exchanges and experiences of South-south Cooperation with other countries were developed through the RedParques, and in this way it was possible to exchange experiences with countries such as South Africa, Mozambique, Colombia, Peru, Brazil, Chile, among others. The project made some efforts to disseminate information such as the publication on the 10 years of the SNAP and the progress with the SISNAP, but as noted, the lack of a knowledge management approach did not allow good practices, lessons learned, and case studies, etc. to be systematically recorded.

Output 1.3. Improvement of the MVOTMA decision making system for the integration of the AP management with production landscapes.

Based on the conclusions of the project, progress has been made in procedures, inside and outside the protected areas, thanks to the training provided to colleagues at the central level and to departmental and local governments. This has allowed resources to be maximized for protection. Additionally, there is now an environmental information system that is available to the public and has been very satisfactory according to the opinion of the interviewees during the evaluation.

OUTCOME 2. PROTECTED AREA MANAGEMENT INTEGRATED WITH ADJACENT LANDSCAPES

Output 2.1 Strengthening of land use planning and governance frameworks to increase the integration of PAs within productive landscapes.

It should be noted that the park ranger body has been consolidated with the project and adjustments have been made to the legislation for this purpose. Guides for baquianos (rural guides) have been developed with the support of the Ministry of Labor and Administration, as well as the University of Labor of Uruguay.

With the National Directorate of Territorial Planning, a relationship has also been established with departmental intentions to deal with territorial planning issues precisely. In this context, a working protocol has been established to the reception of territorial planning instruments that affect priority areas, and area sheets have been prepared where the reasons or justification for conservation are established, legal instruments, information priorities in public information systems. This has contributed to a guide in which municipalities can align the conservation of biodiversity with territorial planning instruments, and the advantage is that these types of instruments are binding. At the local level, progress and results have varied depending on the context. The project allowed remarkable achievements, for example, we can cite the joint work with the Montes de Queguay area, where very positive inter-institutional work was carried out, the protected area was consolidated, research priorities are being worked on to support the management plan with the University and park rangers have already been established for presence and supervision. In other regions such as Río Negro, project support has allowed greater awareness of key actors, joint work with other institutions, conservation agreements

were reached with producers (with the support of the National Colonization Institute), and successful pilots have been established for the restoration of native pastures. There is a proposal of territorial planning that has not been achieved, but the progress is positive according to the sources of information.

Output 2.2: Strengthening of the essential functions of the PAs selected for integration with the surrounding landscapes.

Based on the annual report, a strategy was developed for the incorporation of Laureles-Cañas to SNAP. The negotiation process for the protected area declaration was reactivated.

The implementation of plans to improve governance in Esteros de Farrapos and Laguna de Rocha was carried out by accompanying the CAE in specific activities that required its participation: elaboration process of the management plan in Esteros de Farrapos and processes of definition of solutions for the electrification of fishing communities in Laguna de Rocha.

The evaluation has shown that the project has obtained remarkable results in the articulation of local actors and in the work with the communities, based on the CAEs and the discussion of protection issues in the regions. This result allows the generation of social fabric, the empowerment of local organizations and the articulation of efforts in the target areas.

It is important to highlight that the Sheep Project in Laureles-Cañas was developed in its training components. Two field days were organized for sheep management and meat and wool marketing, with producers from the future protected area. In collaboration with SUL (Secretariado Uruguayo de la Lana).

Regarding the monitoring of ecological integrity in the Esteros de Farrapos protected area, the index cards and protocols were prepared, and the scheduled samplings were carried out.

In Montes del Queguay, large mammals were monitored with camera traps.

Reports on the results of monitoring the quality of water and sediments in the Coastal Lagoons basin were prepared and presented, in collaboration with the Department of Environmental Quality of DINAMA and CURE - UdelaR.

Output 2.3. Improving the effectiveness of conservation on private and corporate lands in selected landscapes.

Another positive experience at the local level has been the support of the project to the Society of Rural Development of San Javier, with which standards and procedures for grazing,

improvement of pens, community control, training and assistance have been established. The project facilitated the organization of small producers and have managed to increase productivity levels. Likewise, at the social level there have been benefits such as increased participation, the resolution of conflicts with neighbors, the increase of associates and the sustainability of society.

3.3.5. Country Ownership

For the evaluation, one of the main results of the project has been its contribution to the evolution of the conservation strategy in Uruguay over time. This evolution shows the role of SNAP in biodiversity conservation strategies, but it is also important to highlight that this landscape approach has been applied and incorporated consideration of the areas surrounding PAs, and that the project has contributed to generating a critical mass for the promotion of protection in the institutional agenda. This evolution shows progress in the processes of management, allocation of resources and structure for protected areas, interesting conservation priorities have extended to working with productive sectors, articulated work at regional and local levels, and the generation of corridors and connectivity between different protected areas.

Other achievement of the project has been to advance inter-institutional coordination with other ministries and agencies, for example, the National Water Directorate and the Ministry of Livestock, Agriculture and Fisheries to mainstream biodiversity conservation in different areas. This has been achieved through the evaluation of environmental impact, territorial planning, watershed management, which has resulted in SNAP collaborating in the evaluation of projects, protocols and training personnel of other entities for the protection of species and of ecosystems. It should be noted that the development of institutional agreements is not simple, it is a process that takes time, where tacit links are first made, and then formal protocols are generated.

3.3.6 Sustainability

The financing of the national system of protected areas has had a very positive evolution that shows the appropriation of the issue by the government, because 20 years ago such financing

depended for over 80% of its resources on international cooperation resources, while in 2018 only 6% of SNAP costs came from cooperation and the vast majority was financed with the nation's own resources.

The evaluation has found that in the project design a clear exit strategy has not been developed where specific goals and managers are established to give continuity to the benefits achieved by the project. However, there are other initiatives underway such as the French-funded project called “Proyecto Cadenas de Valor y Gobernanza en áreas protegidas del SNAP y su entorno,” that complements the AP and landscapes project.

Political sustainability is guaranteed given that, as mentioned above, the project has been fortunate to have developed within the DINAMA. In this way, the project has had the support of a diverse team belonging to the Ministry. The support of the officials allows the project to have stability and continuity due to their permanence. In addition, this initiative has been incorporated into the strategic plan of SNAP 2015-2020. The design and management of the project took place in the previous Government, during the transition to the current government did not present any inconvenience since it developed in a fluid way, according to the sources of information consulted.

Regarding financial and economic sustainability, the entities consulted during the field visit have expressed their interest in continuing with the advanced processes. As a remarkable fact, a third GEF project for protected areas is being developed on how to generate sustainable productive practices through corridors and value chains, which will be implemented until 2025.

In the current circumstances, the possibility of replicating project learnings to other PAs, projects, or countries is very high. The project developed specific knowledge management efforts to identify and share best practices, such as the following:

- **Learning and lessons:** the project made some systematizations of significant processes implemented by SNAP (incorporation of areas to the system, application of METT, governance model, etc.).
- **Timeline:** identifies and graphs the key events that occurred during a given period of time in a given topic. This section includes official events (recorded in documents, decrees, etc.) and those that are reconstructed as part of a collaborative process with the participation of various actors.
- **Scope/Scope Sheet:** identifies significant changes influenced by the process in the behavior, relationships, policies and practices of the actors directly involved in the process.

- **Instruments/Instrument analysis matrix (how did it change?):** Characterizes the main instruments used in a process to achieve the expected changes.
- **Learning / Capitalization file:** capitalizes on learning based on the testimony of the actors, transforming individual knowledge into collective learning.

Additionally, publications have been prepared and systematization could be carried out to disseminate good practices on the process as a whole, but also good practices related to specific aspects such as the impact on public policies, the facilitation of dialogue between diverse actors, PA governance, the participation of productive and academic sectors in the subject of protection, incentives for local actors, the relationship between productivity and protection, local empowerment, etc.

3.3.6. Impact

The analysis of the impacts refers to the evaluation of the changes from the implementation of the project. The evaluation has been able to conclude that the project has generated impacts in two aspects: at the level of institutional processes, and at the level of PA management. On the one hand, thanks to the project, different actors from the private sector, academia, international cooperation, community and the public sector, have joined efforts and established a critical mass.

This complementarity of institutions is also reflected in the diversity of disciplines that were involved in the implementation of the project: technical researchers, productive sectors, universities and organizations of agricultural producers. In this way, the project constitutes a paradigm shift by demonstrating that inter-institutional experiences are possible and that private companies can contribute their experience and resources to conservation and environmental protection initiatives.

3.3.7 mainstreaming

The project has made a positive impact achieving the integration of different groups and disciplines, but also for demonstrating that institutional and public policy changes can be achieved. The impacts of the project were presented above all at the process level, because the project is a good practice of institutional participation and a replicable experience regarding PAs.

4. Conclusions

- The evaluation concludes that the project was relevant from the beginning and continues to be relevant because it focuses on an environmental and development priority that is aligned with the interests of Uruguay, UNDP, GEF, the environment in general and producers. The theory of change clearly defines the problem to be solved and the strategies to achieve it.
- The initial design is robust because it aims to solve structural problems for the implementation of the AP system. However, this design did not fully contemplate some assumptions, such as political factors and deadlines that are beyond the control of the project and made the execution periods longer than budgeted.
- The project design was ambitious due to the magnitude of the goals in areas such as the adjustment of public and institutional policy frameworks, as well as conservation goals.
- The main risk that affected the performance of the project was the political will and the time taken for the policy-making processes, as well as the capacity of some counterparts at the local level, causing delays in some cases. These risks escape the project and could not be mitigated without changing its structural design.
- The project had quality tools for the M&E of the GEF budget, with quality outcome indicators. It is important to note that this project managed to involve the private sector (producers), academia, NGOs and international cooperation around an initiative of protected areas and landscape. Despite some delays, the expected results, goals and indicators were mostly achieved.
- The comparative advantage of UNDP was the technical capacity in the implementation of projects for the conservation of the environment and biodiversity.
- The project has been successful in achieving results in different areas: improvement in management processes, allocation of resources and infrastructure for protected areas, innovation in conservation by transcending protected areas, work with productive sectors, work articulated to regional and local levels, and the generation of corridors and connectivity between different protected areas. Another achievement of the project has been to advance inter-institutional coordination with other ministries and agencies. The evaluation has shown that the project has obtained remarkable results in the articulation of local actors and in the work with the communities. The project has

successfully influenced the review and adjustment of key environmental impact assessment and land management tools.

5. Recommendations

5.1. Project recommendations

- Future intervention needs to reduce dependence on external factors such as political will, or bureaucratic processes, hence, it is recommended to establish realistic goals in the projects' lifecycles, considering political times and other matters out of the interventions control.
- Advances in inter-institutional coordination at the national level must be transferred to the local level so that in all areas there are good levels of coordination with the other entities; since the project aimed at enabling an institutional framework, it is recommended to establish local plans and strategies, integrate inter-institutional teams, and even set up joint offices with other Ministries and Agencies (if possible).
- With the experience gained in the creation of protected areas in different parts, it is recommended to record the success factors for the viability of a protected area, including political, social, cultural, economic and environmental aspects.
 - As mentioned in the findings, the achievement of results at the local level depends on different factors, and therefore it is necessary to analyze the lessons learned and good practices on topics such as the creation of work teams, the approach to planning, creation of CAEs, dialogue facilitation experiences, work with intentions, etc.
- For future projects that involve aspects of public policy, it is recommended that the design encompass aspects that can be achieved with the resources and timeline of the project, that establish a measurement based on scope indicators of milestones.
- Given the limited resources from authorities at the local level, and also the bureaucratic processes, it is recommended to analyze whether the approach should be taken in the development of management plans or territorial planning instruments and decide on any of these. According to the sources of information consulted, the advantage of land use plans is their binding nature and access to budget resources.

Short term operational recommendations:

- Dissemination and communication: as mentioned during the field visit, in the short term, the project must establish key messages and narratives about its achievements such as the impact on public policies, the facilitation of dialogue between diverse actors, the governance of PAs, the participation of productive and academic sectors in the subject of protection, incentives for local actors, the

relationship between productivity and protection, local empowerment, etc. This information should be shared with key actors, especially with the new national administration, and candidates for regional and local authorities. Likewise, this information can be used to systematize experiences.

- It is recommended that the project establish an exit strategy that clearly defines the goals, roles and deadlines to implement a series of activities that allow continuity to the processes and results achieved by the project.

5.2. Recommendations for UNDP GEF

- It is important that knowledge management be promoted from UNDP GEF, based on the development of case studies, the identification and transfer of good practices between country offices and between GEF projects.
 - The experience of Uruguay can be an interesting reference for other countries on how to work on the issue of protected areas with productive sectors and the private sector.
 - Likewise, Uruguay can benefit from good international practices such as incentives to producers in Protected areas.

Annexes

Annex 1. List of documents reviewed

- Project Document "URU/13/G35 Strengthening the effectiveness of the National System of Protected Areas including the landscape approach in management"
- Work plan for the project for every year
- Annual Project Operational Plans
- Annual Project Reports to UNDP 2014-2018
- Project Implementation Review (PIR) 2015 -2019
- Independent audit report corresponding to the period between 2015 - 2018
- Midterm Evaluation; by Segundo Coello May 12, 2017
- Project planning and monitoring. Logical framework indicators. Planning and monitoring. Logical framework indicators: Methodological sheets and measurement results. Version november 2019
- UNDP-GEF Evaluation Guide

Annex 2. List of Interviewees

- DINAMA – MVOTMA: Alejandro Nario
- PNUD: Flavio Scasso.
- SNAP Central: Guillermo Scarlato, Lucía Bartesaghi, Álvaro Salazar, Soledad Ávila, Rosana Montequín, Noelia Gobel, Mariana Ríos, Paola Mejía, Carmen Olivera, Andrea Troncoso, Adriana Fernández, Santiago Medina, Sebastián Horta, Mariana Sienra, Soledad Calero, Soledad Mantero.
- MGAP: Marcos Martínez y Julio Rodríguez
- Evaluación de Impacto Ambiental: Beatriz Neves
- Evaluación Ambiental Estratégica: Lucía Chabalgoity y Paloma Nieto. Mariana Ríos, Noelia Gobel y Cecilia Suárez.
- Intendencia de Paysandú - Sandra Zibil, Natalia García, María Eugenia Gavirondo.
- Francisco Bergós (Regional litoral oeste, Director del AP Montes del Queguay).
- Centro de Apoyo Pedagógico Didáctico para Escuelas Rurales (Capder).
- Intendencia de Río Negro - Paola Martini
- Gabriel Pineda (Director of Esteros de Farrapos e Islas del Río Uruguay), Paola Mejía (División SNAP), Francisco Bergós.
- Jorge Azziz (Regional del Instituto Nacional de Colonización)
- Simón Kesnev, Klassen, García (Sociedad de Fomento Rural San Javier) .
- Iván Grela (Director of Esteros y Algarrobales del Río Uruguay, área protegida administrada por empresa forestal propietaria: UPM-FOSA)
- Gustavo Garibotto (Quebradas del Norte)
- Gonzalo Cortés y Andrés Fernández (Vida Silvestre Uruguay).
- Zona meta Lagunas costeras: Soledad Ghione, Andrés Fernández, Mariana Ríos y Soledad Ávila
- DINOT: Stella Zuccolini.

Anexo 3. Field misión agenda

FINAL EVALUATION OF THE "LANDSCAPE AND SNAP" PROJECT URU-13-G35

Oscar Huertas Díaz

URUGUAY, December 16 - 20, 2019

AGENDA. V 12/13/2019

Sunday, December 15. Arrival to Montevideo from Lima

0410 en vuelo AV905 procedente de Lima

Hotel accommodation

DAY 1. Monday, December 16. Meetings with UNDP and SNAP Central. Review and adjustments to the agenda

9: 30.- Meeting with Alejandro Nario (Management Room. Galicia 1133 corner. Rondeau)

11.- Meeting with UNDP (UNDP office). Guillermo Scarlato, Álvaro Salazar, Flavio Scasso.

12: 30.- Lunch. With Soledad Mantero, Guillermo, Álvaro.

14.- Meeting with SNAP team. Guillermo, Lucía, Álvaro, Soledad Ávila, Rosana, Noelia, Mariana Ríos, Paola Mejía, Carmen Olivera, Andrea Troncoso, Adriana Fernández, Santiago Medina, Sebastián Horta, Mariana Sienra, Soledad Calero.

15.- Presentation of the SNAP. Lucia, Guillermo, Álvaro, Soledad Ávila.

16.- Project monitoring process. Soledad Mantero, Lucia, Soledad Avila.

17.- (to be confirmed). Meeting with MGAP (Marcos Martínez) or Territorial Planning (Soledad Mantero).

DAY 2. Tuesday, December 17. Meetings with institutions (Montevideo)

9:45.- Santiago Medina goes to look for Oscar Huertas at the Hotel.

10: 15- Meeting with Julio Rodríguez (MGAP, in Garzón y Pena's office).
lunch

14.- Meeting with other areas that have contributed to the work in the landscape inside and outside the protected areas: Environmental Impact Assessment (Rosario Lucas and Beatriz Neves) and Strategic Environmental Assessment (Lucía Chabalgoity, Paloma Nieto and Cynthia Sauer). Mariana Ríos, Noelia Gobel and Cecilia Suárez.

16.- (To be confirmed) AUCI or Soledad Mantero.

DAY 3. Wednesday December 18 - Montes del Queguay

06-11.- Transfer Montevideo - Paysandú. Álvaro Salazar, Lucía Bartesaghi, Guillermo Scarlato (to be confirmed), Santiago Medina.

11-12: 15.- Meeting with the Municipality of Paysandú (Sandra Zibil, Natalia García, María Eugenia Gavirondo). Francisco Bergós (Regional west coast).
 12: 30-13.- Meeting with a teacher from the Center for Didactic Pedagogical Support for Rural Schools (Capder).
 13-14.- Lunch in Paysandú
 14-15: 30.- Transfer to Queguay (Visitor Center)
 15: 30-17.- Presentation of the area and tour of the area
 17-18.- Tour of the restoration experience
 18-19.- Return to Paysandú
 Accommodation in Paysandú

DAY 4. Thursday December 19 - Esteros de Farrapos and CAE in Nuevo Berlín

09-10.- Transfer Paysandú - Young
 10-11.- Meeting with the Mayor of Río Negro (Paola Martini). Gabriel Pineda, Paola Mejía, Francisco Bergós.
 11-12.- Meeting with Regional of the National Institute of Colonization (Azziz). Gabriel Pineda, Paola Mejía, Francisco Bergós.
 12.- Lunch at Young. Sebastián Horta and Soledad Ávila.
 13.- Transfer to San Javier
 14.- Meeting with Sociedad de Fomento Rural San Javier (with Simón Kcenev, Klassen, García).
 14: 45.- Transfer to New Berlin
 16.- Tour of New Berlin

 17.- Meeting with Iván Grela (Director of Esteros y Algarrobales del Río Uruguay, protected area managed by the forestry company that owns: UPM-FOSA)
 18.- Specific Advisory Commission for Farrapos and Algarrobales

 1. Results of monitoring of biodiversity and ecological integrity in the Esteros de Farrapos National Park and the Uruguay River Islands (PNEFIRU)
 2. Results of the hydrogeological study at PNFIRU

 3. 2019 Report (Climate Change Adaptation Project, 2020 Public Use Program, inauguration of the Area Visitors Center, 4th crossing in the protected area)

 20-21.- Dinner and return to Montevideo

DAY 5. Friday, December 20. - Mission Closing Meeting

09-11.- Laureles - Cañas and the private reserves. Meeting with Gustavo Garibotto and members of Vida Silvestre (to be defined, may include skype with Gonzalo Cortés). SNAP Office.
 11-13.- Laguna Garzón. Meeting with Soledad Ghione, Andrés Fernández, Mariana Ríos and Soledad Ávila. SNAP Office.
 lunch
 14-15.- Meeting with other areas that have contributed to the work on the landscape inside and outside the protected areas: DINOT. Stella Zuccolini.
 15-17.-Pending meetings: SNAP team

17.- SNAP team for mission closure. Lucía Bartesaghi, Guillermo Scarlato, Soledad Mantero, Álvaro Salazar, Soledad Ávila.

Saturday, December 21. - Departure to Lima

Anexo4. ToRS

I. INFORMACION SOBRE LA CONSULTORIA				
Título: Evaluación final: PNUD-GEF - Fortalecimiento de la efectividad del Sistema Nacional de Áreas Protegidas incluyendo el enfoque de paisaje en la gestión N° PIMS 4832 Supervisor/a: Analista de Programa / PNUD Tipo de Contrato: Contrato Contratista Individual (IC) Duración del contrato: 3 meses Lugar de la Consultoría: Uruguay Fecha de inicio prevista: diciembre 2019				
Título del proyecto:	Fortalecimiento de la efectividad del Sistema Nacional de Áreas Protegidas incluyendo el enfoque de paisaje en la gestión			
Identificación del proyecto del FMAM:	PIMS 4832		<u>al momento de aprobación</u> (millones de USD)	<u>al momento de finalización</u> (millones de USD)
Identificación del proyecto del PNUD:	URU/13/G35	Financiación del FMAM:	USD 1,862,400	USD 1,621,000
País:	Uruguay	IA y EA poseen:	USD 120,000	USD 303,661
Región:		Gobierno:	USD 1.353.030	USD 9,270,112
Área de interés:		Otro:	USD 390,000	USD 188,000
Programa operativo:		Cofinanciación total:	USD 1,863,030	USD 9,761,773
Organismo de Ejecución:	Ministerio de Vivienda Ordenamiento Territorial y Medio Ambiente	Gasto total del proyecto:	USD 3,725,430	USD 11,382,773
Otros socios involucrados:	Ministerio de Turismo, Gobiernos Departamentales	Firma del documento del proyecto (fecha de comienzo del proyecto):		22/11/2013
		Fecha de cierre (Operativo):	Propuesto: 31/12/2021	Real:

Estos son los Términos de Referencia (ToR) de la Evaluación Final (EF) de PNUD-GEF para el proyecto ordinario o de tamaño mediano denominado *Fortalecimiento de la efectividad del Sistema Nacional de Áreas Protegidas incluyendo el enfoque de paisaje en la gestión* (Nº PIMS 4832), implementado a través del Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente.

El proyecto se inició en noviembre de 2013 con una asignación total de recursos de USD 3,725,430 y actualmente se encuentra en su sexto año de ejecución. El objetivo general del mismo es consolidar un cambio en la forma en que se planifican y gestionan las áreas protegidas (AP) en Uruguay, a partir de su situación actual, en la que en gran medida se encuentran funcionalmente aún poco integradas dentro de un paisaje altamente modificado, hacia otra en la que gradualmente se van integrando al paisaje que las rodea, y donde se va armonizando progresivamente la gestión de las AP y la del paisaje circundante. Este cambio se hace necesario dada la expansión de los monocultivos comerciales y la intensificación de los sistemas de producción (en los sectores agrícola, ganadero y forestal) generando presiones sobre la biodiversidad en los paisajes que rodean a las AP, a la vez que acentúan su aislamiento biológico, aumentando el peligro de las especies exóticas invasoras (EEI) para los ecosistemas y especies nativas. Sumado a esto, existen fenómenos asociados al cambio climático que están provocando un aumento del riesgo de incendios en los hábitats naturales y modificaciones del equilibrio entre las prácticas productivas y la biodiversidad que caracteriza a los sistemas de producción tradicionales. Por más información ver documento de proyecto en:

<https://info.undp.org/docs/pdc/Documents/URY/U13G35A.pdf>

II. OBJETIVO

La EF se realizará según las pautas, normas y procedimientos establecidos por el PNUD y el FMAM, según se establece en la Guía de Evaluación del PNUD para Proyectos Financiados por el FMAM.

Los objetivos de la evaluación analizarán el logro de los resultados del proyecto y extraerán lecciones que puedan mejorar la sostenibilidad de beneficios de este proyecto y ayudar a mejorar de manera general la programación del PNUD.

[Guía para realizar evaluaciones finales de los proyectos respaldados por el PNUD y financiados por el FMAM.](#)

III. ACTIVIDADES

Se ha desarrollado con el tiempo un enfoque y un método general¹¹ para realizar evaluaciones finales de proyectos respaldados por el PNUD y financiados por el FMAM. Se espera que el evaluador enmarque el trabajo de evaluación utilizando los criterios de **relevancia, efectividad, eficiencia, sostenibilidad e impacto**, según se define y explica en la Guía para realizar evaluaciones finales de los proyectos respaldados por el PNUD y financiados por el FMAM. Se redactó una serie de preguntas que cubre cada uno de estos criterios incluidos en estos TdR. Se espera que el evaluador modifique, complete y presente esta matriz como parte de un informe inicial de la evaluación, y la incluya como anexo en el informe final.

La evaluación debe proporcionar información basada en evidencia que sea creíble, confiable y útil. Se espera que el evaluador siga un enfoque participativo y consultivo que asegure participación estrecha con homólogos de gobierno, en particular el Centro de Coordinación de las Operaciones del FMAM, la Oficina en el País del PNUD, el equipo del proyecto, el Asesor Técnico Regional del FMAM/PNUD e interesados clave. Se espera que el evaluador realice una misión de campo en Uruguay, incluidos todas o algunas de las áreas donde se implementa el proyecto (quebradas del norte, litoral oeste y lagunas costeras). Las entrevistas se llevarán a cabo con las siguientes organizaciones e individuos como mínimo: Oficina de PNUD en Uruguay, Ministerio de Vivienda, Ordenamiento Territorial y Medio Ambiente, Proyecto Fortalecimiento de la efectividad del Sistema Nacional de Áreas Protegidas incluyendo el enfoque de paisaje en la gestión.

El evaluador revisará todas las fuentes de información relevantes, tales como el documento del proyecto, los informes del proyecto, incluidos el IAP/IEP anual y otros informes, revisiones de presupuesto del proyecto, examen de mitad de período, informes de progreso, herramientas de seguimiento del área de interés del FMAM, archivos del proyecto, documentos nacionales estratégicos y legales, y cualquier otro material que el evaluador considere útil para esta evaluación con base empírica. En el Anexo B de los "TdR" de estos Términos de Referencia se incluye una lista de documentos que el equipo del proyecto proporcionará al evaluador para el examen.

IV. DOCUMENTACION DISPONIBLE

- Documento de proyecto
- ANEXO A: Ámbito detallado de la EF (Anexo A)
- ANEXO B: Marco lógico del proyecto
- ANEXO C: Lista de documentos a examinar por el consultor de la EF
- ANEXO D: preguntas de evaluación
- ANEXO E: Escalas de calificaciones
- ANEXO F: Formulario de acuerdo y código de conducta del consultor de la evaluación
- ANEXO G: Esbozo del Informe de Evaluación
- ANEXO H: : Formulario de autorización del informe de evaluación
- Guía para realizar evaluaciones finales de los proyectos respaldados por el PNUD y financiados por el FMAM.
- UNDP Handbook on Planning, Monitoring and Evaluating for Development Results
- UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results

¹¹ Para obtener más información sobre los métodos de evaluación, consulte el Manual de planificación, seguimiento y evaluación de los resultados de desarrollo, Capítulo 7, pág. 163

V. PRODUCTOS ESPERADOS

El consultor de la EF evaluará las siguientes cuatro categorías de progreso del proyecto. Ver Anexo A por más información sobre los productos esperados.

Resultado final	Contenido	Período	Responsabilidades
Informe inicial	El evaluador proporciona aclaraciones sobre los períodos y métodos	No más de 1 semana antes de la misión de evaluación	El evaluador lo presenta a la OP del PNUD
Presentación	Resultados iniciales	Fin de la misión de evaluación	A la gestión del proyecto, OP del PNUD
Borrador del informe final	Informe completo, (por plantilla anexada) con anexos	Dentro del plazo de 3 semanas desde el comienzo de la misión de evaluación	Enviado a la OP, revisado por los ATR, las PCU, los CCO del FMAM.
Informe final*	Informe revisado	Dentro del plazo de 1 semana después haber recibido los comentarios del PNUD sobre el borrador (plazo máximo para enviar comentarios 21 de febrero de 2020)	Enviado a la OP para cargarlo al ERC del PNUD

* El Informe de Iniciación deberá presentar opciones para llevar a cabo visitas de campo.

** Todos los informes deben ser escritos en idioma español. Una vez aprobado el Informe final, este deberá ser traducido al idioma inglés.

VI. SUPERVISION, CONTROLES Y SEGUIMIENTO

La responsabilidad principal en la gestión de esta EF corresponde a la Oficina de País de PNUD en Uruguay.

El PNUD contratará al consultor y se asegurará del pago puntual de los viáticos o dietas y gastos de viaje dentro del país correspondientes al Consultor de la EF. La Unidad de Coordinación del Proyecto se comunicará con el consultor para proporcionarle los documentos pertinentes, fijar entrevistas con las partes interesadas y organizar visitas de campo.

VII. PLAZOS Y CRONOGRAMA DE PAGO

La duración total de la EF será de 16 jornadas de trabajo comenzando en el correr del mes de noviembre, y no superará el mes a partir del momento de la contratación del consultor. El cronograma provisional de la evaluación final es el siguiente:

Actividad	Período	Fecha de finalización
Preparación	2 jornadas	9 de diciembre 2019
Misión de evaluación	7 jornadas	16 de diciembre 2019
Borrador del informe de evaluación	5 jornadas	3 de enero 2020

Informe final		2 jornadas	28 de febrero 2020
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%	Hito
20%	Contra entrega de informe inicial. 9 de diciembre 2019
40%	Después de la presentación y aprobación del primer borrador del informe final de evaluación. 3 de enero 2020
40%	Después de la presentación y aprobación (OP del PNUD y ATR del PNUD) del informe final definitivo de evaluación. 20 de enero 2020

Los pagos se realizarán únicamente por la presentación de los productos esperados y contra presentación de certificación de pago emitida a nombre de: PNUD URU/13/G35, a la cuenta bancaria del Contratista Individual. Los pagos se realizarán en dólares estadounidenses.

VIII. PERFIL
Un/una consultor/a independiente con experiencia en proyectos y evaluaciones. El consultor no podrá haber participado en la preparación, formulación y/o ejecución del proyecto (incluyendo la redacción del Documento del Proyecto) y no deberá tener un conflicto de intereses con las actividades relacionadas con el mismo.

Perfil característico de la persona a contratar:

- Egresado Universitario en ciencias ambientales u otro campo estrechamente relacionado. En caso de ser otro campo se considerarán candidatos con estudios de posgrado concluidos en ciencias ambientales.
- Experiencia con metodologías de evaluación de la gestión basada en resultados.
- Experiencia en la implementación o evaluación de proyectos de desarrollo de áreas protegidas, particularmente con enfoque de paisaje.
- Experiencia de trabajo con agencias de las Naciones Unidas o con proyectos GEF.
- Preferentemente experiencia de trabajo en América Latina y el Caribe.
- Excelentes capacidades de comunicación; dominio absoluto del idioma inglés y español, oral y escrito.

IX. EVALUACION Y CALIFICACION
Las ofertas se evaluarán conforme al método de Puntuación Combinada según el cual la evaluación técnica tendrá un peso del 70%, mientras que la propuesta económica representa el 30% de la valoración. El postulante que reciba la Puntuación Combinada más alta, en aceptación de los Términos y Condiciones Generales del PNUD será el que reciba el contrato.

Evaluación Técnica (Máximo 100 puntos)

CRITERIO		PUNTAJE MÁXIMO
1.	Formación universitaria de grado: No tiene: no cumple Egresado universitario en ciencias ambientales u otro campo estrechamente relacionado: 15 puntos Egresado universitario en otras áreas: 5 puntos Formación universitaria de posgrado: Posgrado en ciencias ambientales u otro campo estrechamente relacionado: 5 puntos	20

2.	<p>Experiencia en la implementación o evaluación de proyectos de desarrollo de áreas protegidas, particularmente con enfoque de paisaje. en los últimos 10 años:</p> <p>Entre 1 y 4 proyectos: 14 puntos Entre 5 y 10 proyectos: 18 puntos Más de 10 proyectos: 20 puntos</p> <p>Experiencia profesional comprobada en diseño, implementación, evaluación y/o consultorías de proyectos de agencias de las Naciones Unidas y/o GEF en los últimos 10 años: No tiene: 0 puntos Menos de 3 proyectos: 14 puntos De 3 a 5 proyectos: 18 puntos Más de 5 proyectos: 20 puntos</p> <p>Experiencia de trabajo en proyectos ambientales en América Latina y el Caribe en los últimos 5 años: No tiene: 0 puntos Al menos 1: 4 puntos</p> <p>Experiencia en la aplicación de indicadores SMART y en la reconstrucción o validación de escenarios iniciales (<i>baseline scenarios</i>) en los últimos 5 años: No tiene: 0 puntos De 1 a 3 experiencias: 4 puntos 4 experiencias o más: 6 puntos</p>	50	
3.	Entrevista*	30	
TOTAL		100	

*Sólo pasarán a Entrevista un máximo de 3 consultores que alcancen un mínimo de 45 puntos al valorarse los Criterios 1, y 2.

Sólo se considerará la propuesta económica de los consultores que alcancen un mínimo de 70 puntos en el total de la evaluación técnica (criterios 1 y 2 + entrevista)

Evaluación de la propuesta económica (Máximo 30 puntos)

El máximo número de puntos (30) se otorgará a la oferta más baja. Todas las otras propuestas consideradas recibirán puntos en proporción inversa, según la siguiente fórmula:

$$P = 30 (x/y)$$

Donde:

P = puntos de la propuesta económica evaluada

x = Monto de la oferta más baja

y = Monto de la oferta evaluada

Tor ANEXO A: ÁMBITO DETALLADO DE LA EF

Se llevará a cabo una evaluación del rendimiento del proyecto, en comparación con las expectativas que se establecen en el Marco lógico del proyecto y el Marco de resultados (consulte el [Anexo X](#)), que proporciona indicadores de rendimiento e impacto para la ejecución del proyecto, junto con los medios de verificación correspondientes. La evaluación cubrirá mínimamente los criterios de: **relevancia, efectividad, eficiencia, sostenibilidad e impacto**. Las calificaciones deben proporcionarse de acuerdo con los siguientes criterios de rendimiento. Se debe incluir la tabla completa en el resumen ejecutivo de evaluación. Las escalas de calificación obligatorias se incluyen en el [Anexo X](#) de los TdR.

Calificación del rendimiento del proyecto			
1. Seguimiento y Evaluación	<i>calificación</i>	2. Ejecución de los IA y EA:	<i>calificación</i>
Diseño de entrada de SyE		Calidad de aplicación del PNUD	
Ejecución del plan de SyE		Calidad de ejecución: organismo de ejecución	
Calidad general de SyE		Calidad general de aplicación y ejecución	
3. Evaluación de los resultados	<i>calificación</i>	4. Sostenibilidad	<i>calificación</i>
Relevancia		Recursos financieros:	
Efectividad		Socio-políticos:	
Eficiencia		Marco institucional y gobernanza:	
Calificación general de los resultados del proyecto		Ambiental:	
		Probabilidad general de sostenibilidad:	
5. Impacto			

FINANCIACIÓN/COFINANCIACIÓN DEL PROYECTO

La evaluación valorará los aspectos financieros clave del proyecto, incluido el alcance de cofinanciación planificada y realizada. Se requerirán los datos de los costos y la financiación del proyecto, incluidos los gastos anuales. Se deberán evaluar y explicar las diferencias entre los gastos planificados y reales. Deben considerarse los resultados de las auditorías financieras recientes, si están disponibles. Los evaluadores recibirán asistencia de la Oficina en el País (OP) y del Equipo del Proyecto para obtener datos financieros a fin de completar la siguiente tabla de cofinanciación, que se incluirá en el informe final de evaluación.

Cofinanciación (tipo/fuente)	Financiación propia del PNUD	Gobierno (millones de USD)	Organismo asociado	Total (millones de USD)

	(millones de USD)				(millones de USD)			
	Planificado	Real	Planificado	Real	Planificado	Real	Real	Real
Subvenciones								
Préstamos/concesiones								
• Ayuda en especie								
• Otro								
Totales								

INTEGRACIÓN

Los proyectos respaldados por el PNUD y financiados por el FMAM son componentes clave en la programación nacional del PNUD, así como también en los programas regionales y mundiales. La evaluación valorará el grado en que el proyecto se integró con otras prioridades del PNUD, entre ellos la reducción de la pobreza, mejor gobernanza, la prevención y recuperación de desastres naturales y el género.

IMPACTO

Los evaluadores valorarán el grado en que el proyecto está logrando impactos o está progresando hacia el logro de impactos. Los resultados clave a los que se debería llegar en las evaluaciones incluyen si el proyecto demostró: a) mejoras verificables en el estado ecológico, b) reducciones verificables en la tensión de los sistemas ecológicos, y/o c) un progreso demostrado hacia el logro de estos impactos.¹²

CONCLUSIONES, RECOMENDACIONES Y LECCIONES

El informe de evaluación debe incluir un capítulo que proporcione un conjunto de **conclusiones, recomendaciones y lecciones**.

¹² Una medida útil para medir el impacto del avance realizado es el método del Manual para la Revisión de Efectos Directos a Impactos (RoTI, por sus siglas en inglés) elaborado por la Oficina de Evaluación del FMAM: [ROTI Handbook 2009](#)

FORMULARIO DE ACUERDO Y CÓDIGO DE CONDUCTA DEL CONSULTOR DE LA EVALUACIÓN

Los evaluadores:

1. Deben presentar información completa y justa en su evaluación de fortalezas y debilidades, para que las decisiones o medidas tomadas tengan un buen fundamento.
2. Deben divulgar todos los resultados de la evaluación junto con información sobre sus limitaciones, y permitir el acceso a esta información a todos los afectados por la evaluación que posean derechos legales expresos de recibir los resultados.
3. Deben proteger el anonimato y la confidencialidad de los informantes individuales. Deben proporcionar avisos máximos, minimizar las demandas de tiempo, y respetar el derecho de las personas de no participar. Los evaluadores deben respetar el derecho de las personas a suministrar información de forma confidencial y deben garantizar que la información confidencial no pueda rastrearse hasta su fuente. No se prevé que evalúen a individuos y deben equilibrar una evaluación de funciones de gestión con este principio general.
4. En ocasiones, deben revelar la evidencia de transgresiones cuando realizan las evaluaciones. Estos casos deben ser informados discretamente al organismo de investigación correspondiente. Los evaluadores deben consultar con otras entidades de supervisión relevantes cuando haya dudas sobre si ciertas cuestiones deberían ser denunciadas y cómo.
5. Deben ser sensibles a las creencias, maneras y costumbres, y actuar con integridad y honestidad en las relaciones con todos los interesados. De acuerdo con la Declaración Universal de los Derechos Humanos de la ONU, los evaluadores deben ser sensibles a las cuestiones de discriminación e igualdad de género, y abordar tales cuestiones. Deben evitar ofender la dignidad y autoestima de aquellas personas con las que están en contacto en el transcurso de la evaluación. Gracias a que saben que la evaluación podría afectar negativamente los intereses de algunos interesados, los evaluadores deben realizar la evaluación y comunicar el propósito y los resultados de manera que respete claramente la dignidad y el valor propio de los interesados.
6. Son responsables de su rendimiento y sus productos. Son responsables de la presentación clara, precisa y justa, de manera oral o escrita, de limitaciones, los resultados y las recomendaciones del estudio.
7. Deben reflejar procedimientos descriptivos sólidos y ser prudentes en el uso de los recursos de la evaluación.

Acuerdo para acatar el Código de conducta para la evaluación en el Sistema de las Naciones Unidas

Nombre del consultor: _____

Nombre de la organización consultiva (donde corresponda): _____

Confirmando que he recibido y entendido y que acataré el Código de Conducta para la Evaluación de las Naciones Unidas.

Firmado en *lugar* el *fecha*

Firma: _____

FORMULARIO DE AUTORIZACIÓN DEL INFORME DE EVALUACIÓN

(Para ser completado por la OP y el Asesor Técnico regional del FMAM/PNUD e incluido en el documento final).

Informe de evaluación revisado y autorizado por

Oficina en el país del PNUD

Nombre: _____

Firma: _____ Fecha: _____

ATR del FMAM/PNUD

Nombre: _____

Firma: _____ Fecha: _____

Anexo 5. Evaluation Matrix

Evaluation criteria - Questions	Sub-questions	Sources	Metodology
Relevance: How does the project relate to the main objectives of the GEF's area of interest and to environmental and development priorities at the local, regional and national levels?			
<ul style="list-style-type: none">To what extent are the project results related to local and national policies and priorities, as well as the needs of local authorities, the private sector and civil society?	<ul style="list-style-type: none">To what extent was the regional project relevant and continues to be relevant, according to the priorities and needs of the key actors?	<ul style="list-style-type: none">Documentary review, semi-structured interviews (bilateral)	Documents, Consultations with UNDP, partners, local and national actors
	<ul style="list-style-type: none">Were the outcomes, outputs and activities planned appropriately to achieve the General Objective (quality of the results framework)?		
	<ul style="list-style-type: none">As the project is designed, is the intervention logic adequate, both locally and nationally?		
Efficiency: Was the project implemented efficiently in accordance with international and national norms and standards?			
<ul style="list-style-type: none">Have efficiency criteria been used in the use of the resources available for the project?	<ul style="list-style-type: none">Were the financial and human resources allocated to project implementation adequate in light of the results achieved? What were the main difficulties and bottlenecks?	<ul style="list-style-type: none">Documentary review, semi-structured interviews (bilateral)	<ul style="list-style-type: none">Documents, Consultations with UNDP, counterparts, local and national actors
	<ul style="list-style-type: none">To what extent were the quality results delivered on time?		
	<ul style="list-style-type: none">What are the strengths and weaknesses of the project management model and UNDP ?		
	<ul style="list-style-type: none">Has the alliances strategy added to the efficiency of the regional project, making it possible to increase incidence,		

Evaluation criteria - Questions	Sub-questions	Sources	Metodology
	coordinate efforts and funds, and create synergistic effects? (Level of coordination)		
Effectiveness: Did the project achieve the expected results?			
<ul style="list-style-type: none">To what extent have progress been achieved or achieved in relation to the expected results of the project?	<ul style="list-style-type: none">To what extent have the expected results (effects and products) of the regional project been contributed / achieved? Can you identify unexpected results?	<ul style="list-style-type: none">Management differentiated by areaUnexpected results	<ul style="list-style-type: none">
	<ul style="list-style-type: none">What are the external / internal factors that have positively or negatively affected the development and results of the project?		
	<ul style="list-style-type: none">Are there project interventions that can be identified as good practices, success stories, lessons learned or examples that can be replicated, due to their greater capacity to contribute to the desired results?		
	<ul style="list-style-type: none">To what extent did the results achieved benefit women and men?		
	<ul style="list-style-type: none">Does the current design take into account cross-cutting aspects, especially the gender and human rights perspective?		
Impact: Are there indications that the project has contributed to reducing environmental stress or improving ecological status, or that it has allowed progress towards these results?			
<ul style="list-style-type: none">What changes can be observed at the institutional level, and in public policy?	<ul style="list-style-type: none">What changes can be observed at the institutional level, and in public	<ul style="list-style-type: none">	<ul style="list-style-type: none">

Evaluation criteria - Questions	Sub-questions	Sources	Metodology
	policy? And what contributions to aggregate impacts can be seen so far?		
Sustainability: To what extent are there financial, institutional, socio-economic or environmental risks to sustain the project's results in the long term?			
<ul style="list-style-type: none"> What indications are there that the results obtained will be maintained? 	<ul style="list-style-type: none"> Have sufficient capacities been created within the SGS-ICA institutional framework and with the member states to give continuity to the efforts? 	<ul style="list-style-type: none"> Documentary review, semi-structured interviews (bilateral) 	<ul style="list-style-type: none"> Documents, Consultations with UNDP, counterparts, local and national actors
<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Is there a clear exit strategy? 		